

AGENDA ITEM NO: 8/3(a)

Parish:	Burnham Market	
Proposal:	Alterations, extension and change of use of Gospel Hall to facilitate a dwelling following demolition of Japonica Cottage	
Location:	Japonica Cottage Station Road Burnham Market King's Lynn	
Applicant:	Mr C Guest	
Case No:	17/01192/F (Full Application)	
Case Officer:	Mr C Fry	Date for Determination: 22 August 2017 Extension of Time Expiry Date: 9 October 2017

Reason for Referral to Planning Committee – Called in by Councillor Sandell.

Case Summary

The application site lies within the Conservation Area of Burnham Market. Burnham Market is classified as a Key Rural Service Centre according to Policy CS02 of the Local Development Framework Core Strategy 2011.

The existing building has the benefit of consent for extensions and alterations involving the change of use of the former Gospel Hall to residential accommodation, which has yet to be implemented

This proposal seeks consent for a revised scheme for the change of use of the Gospel Hall to be used for residential purposes, along with alterations and extensions to the Gospel Hall following the demolition of Japonica Cottage.

Key Issues

Principle of Development and Planning History
Impact upon the Conservation Area
Other Form and Character Issues
Neighbour Amenity
Highway Safety

Other Material Considerations

Recommendation

REFUSE

THE APPLICATION

The application site lies within the Conservation Area of Burnham Market with Burnham Market being classified as a Key Rural Service Centre according to Local Plan Proposals Maps for Burnham Market.

The application site benefits from planning permission for the change of use of the Gospel Hall into additional residential accommodation in association with Japonica Cottage (property), which has yet to be implemented.

The application seeks consent for a revised scheme for a change of use of the Gospel Hall into residential accommodation and the provision of extensions and alterations following the demolition of Japonica Cottage. Essentially this is a replacement dwelling.

The proposal will involve the insertion of sunken wedge style dormers in the roof of the former Gospel Hall and a large east-west pitched roof two storey extension from Japonica cottage. There will also be a two storey flint extension that ties the two storey extension to the former Gospel Hall. A link detached garage is also proposed.

SUPPORTING CASE

No supporting statement has been put forward the agent.

PLANNING HISTORY

15/01411/F: Application Permitted: 23/11/15 - Change of use to the Gospel Hall to form residential accommodation as part of Japonica Cottage. Minor alterations to the windows and flat roof area over the external store -

RESPONSE TO CONSULTATION

Parish Council: NO OBJECTION

Environment Agency: NO OBJECTION

Coastal Partnership: This is quite a large and modern building against smaller more vernacular buildings. It won't have any impact on the wider AONB although if there were some more local materials incorporated it may soften its integration into the location.

Conservation Area Advisory Panel: NO OBJECTION the panel considered that the proposal was acceptable but suggested an alteration to the cart-shed by the introduction a post in the middle to break it up the open space.

NCC Highways: NO OBJECTION subject to condition

Environmental Quality: NO OBJECTION subject to conditions

Community Safety Neighbourhood and Nuisance: NO OBJECTION subject to conditions

REPRESENTATIONS

1 letter of objection

- The proposed development is only 5ft away from our boundary.
- The proposed alterations incorporate a new structure with a gabled wall rising directly up from that boundary.
- 5 windows overlooking at first floor
- The height of the apex of the proposed extension is well above the existing roofline of the present Hall and adjoining Barn Cottage. The top of the tower is also above the existing roofline.
- We are concerned with the use of unsympathetic materials in a Conservation Area. The surrounding cottages are brick and flint and the use of zinc and red brick is inappropriate

NATIONAL GUIDANCE

National Planning Policy Framework – sets out the Government’s planning policies for England and how these are expected to be applied.

National Planning Practice Guidance - Provides National Planning Practice Guidance, in support of and in addition to the NPPF

LDF CORE STRATEGY POLICIES

CS01 - Spatial Strategy

CS02 - The Settlement Hierarchy

CS06 - Development in Rural Areas

CS08 - Sustainable Development

CS09 - Housing Distribution

CS11 - Transport

CS12 - Environmental Assets

SITE ALLOCATIONS AND DEVELOPMENT MANAGEMENT POLICIES PLAN 2016

DM15 – Environment, Design and Amenity

DM17 - Parking Provision in New Development

DM2 – Development Boundaries

DM1 – Presumption in Favour of Sustainable Development

OTHER GUIDANCE

Burnham Market Conservation Area Character Statement.

PLANNING CONSIDERATIONS

The main planning considerations in regards to the application are:-

- Principle of Development
- Impact upon the Conservation Area
- Other form and character issues
- Impact upon Neighbour Amenity
- Highway Safety

Principle of Development

The proposal seeks consent for the change of use of the Gospel Hall to additional residential accommodation and extensions and alterations to the hall to facilitate a dwelling, following the demolition of Japonica Cottage.

The principle of the change of use of the Gospel Hall adjacent to japonica cottage to provide additional residential accommodation in association with the existing Japonica Cottage has recently been permitted under 15/01411/F, but has yet to be implemented.

Essentially, the focus of the application is whether the demolition of Japonica Cottage and parts of the Gospel Hall are acceptable and whether the proposed alterations and extensions to the gospel hall to facilitate a replacement dwelling is acceptable.

Impact upon the Conservation Area

S.72 of the Town and Country Planning – Listed Buildings and Conservation Areas Act 1990, requires the LPA in exercising its duty, with respect to any building or other land in a Conservation Area, has to pay special attention to be paid to the desirability of preserving or enhancing the character or appearance of that area.

Paragraphs 126, 131 and 134 of the National Planning Policy Framework, requires the LPA to take account of amongst other things the desirability of new development making a positive contribution to local character and distinctiveness. Further policy in respect to the preservation of heritage assets is found in Policy CS12 of the Local Development Framework Core Strategy 2011 and Policy DM15 of the Site Allocation and Development Management Policies Plan 2016.

Burnham Market's Conservation Area Character Statement does not refer specifically to the lane in which Japonica Cottage is contained, however it does refer to lanes that goes through between Station road and the Green Road as being narrow, but yet still providing the rear orange pantile roofline of buildings along the south side of The Green and their associated outbuildings.

Japonica Cottage is linked to the Gospel Hall building. The Gospel Hall building is attached to Barn Cottage. Japonica Cottage currently has no access into the Gospel Hall. Access into the cottage is via the side of the building (from the northern elevation) and contains 3 bedrooms, one on the ground floor and two above.

The proposal is to demolish Japonica Cottage and through a change of use of the Gospel Hall and extensions and alterations, a 3 bedroom property each with its own en-suite will be created. The largest extension is a two storey extension from the north elevation of the Gospel hall which is on a west-east axis, scaling at maximum dimensions 8.25m (h) (1.6m taller than the ridge of the existing) x 14.8m (l) x 7.6m wide. This two storey extension will be linked to the existing Gospel Hall with a two storey knapped flintwork structure which at its

highest point is 7.546m above ground level and 0.756m above the ridge of the Gospel Hall. Other alterations include a two storey zinc extension to the rear and catslide dormer windows.

A double garage will be attached to the large two storey extension.

The Gospel Hall building has been rendered and Japonica Cottage a later addition. It can therefore be said that the existing terraced run of buildings have been the subject of alterations.

In terms of the impact upon the Conservation Area, the front projections will not be seen from the Green or from Station Road. Only the rear elements at first floor will be seen from Station Road and Rodgers Row.

The Conservation Advisory Panel and Conservation Officer have no objection to the proposal, subject to minor modifications to the garage by the insertion of a post in the middle to break up the visual mass of the garage. This minor modification is not considered to be necessary in terms of the impact upon the setting of the Conservation Area.

No detail has been put forward in regards to the front boundary treatment and gates. This could be conditioned.

On the whole, the proposal is considered to preserve the character of the Conservation Area.

Other form and character issues

The scale of the proposal is a dense form of development, but this is akin to the development in this part of Burnham Market, with the neighbouring property to the north having limited private amenity space, which is mainly given over to parking.

The current alterations to the existing terraced group (Japonica Cottage, the Gospel Hall and Barn Cottage) are at least subservient in nature, whereas this proposal is out of scale. The tallest two storey element of the proposal is 1.6m higher than the ridge height or the existing terraced group. Not only is this element 1.6m higher than the ridge height of the existing group, the extension is at 90 degrees to the terrace and spans 14.8m. The proposal is therefore considered to detrimentally affect the character of the terrace and does not advocate good design in line with the principles of Policy DM15 of the Site Allocation and Development Management Policies Plan and paragraph 56 of the NPPF.

Impact upon Neighbour Amenity

The neighbour to the north of the site would not be detrimentally affected by the proposal. Albeit the tallest element of the scheme is adjacent to their southern boundary, the southern roofslope is hard up against the application site for the majority of the extent of the two storey extension. It is noted that the neighbour has a velux window in the eastern elevation roofslope and they will be partly overshadowed into this room but not to a degree to warrant a refusal on this basis. A bedroom window is proposed in the north elevation of the two storey extension. Outlook from this window into the will be primarily towards the southern roofslope of the neighbouring property and will not afford outlook into this neighbour's yard area.

The land immediately behind Japonica Cottage is used to gain access to Islip Cottage and the rear of a property facing the Green. This area is not private amenity to either Islip Cottage or the property on The Green from the site visit; accordingly it is considered that the

proposal does not result in overbearing or overshadowing issues upon the neighbours to the west. With 17m separating the windows in the proposal from the windows in Islip Cottage, it is considered that no detrimental overlooking issues will occur between these two properties

In regards to the adjoining neighbour to the south, there are overlooking issues experienced by the bedroom window on the south elevation of the rear extension. This particular window serves a bedroom and is only 7m from the shared boundary and has a direct view over the neighbour's private space. It is therefore considered that the proposal creates unacceptable neighbour amenity issues contrary to the provisions of Policy DM15. However if members are minded to approve the application, they may wish to consider imposing a condition in regards to obscuring the outlook from this window in order to overcome this particular issue.

The Environmental Health Community Safety Neighbourhood and Nuisance (CSNN) Officer recommends a condition is imposed in regards to a construction management plan and a condition attached in regards to working hours, given the site's location adjacent to other neighbouring properties. These recommended conditions are generally imposed on larger scale developments.

Other conditions recommended by the CSNN officer in regards to details of air source heat pumps would be considered reasonable in order to protect neighbour amenity. However, the outdoor lighting scheme condition recommended by the Officer would not be considered to be reasonable.

Highway Safety

The proposed dwelling has no more bedrooms than Japonica Cottage and two parking spaces are proposed to be provided which is in line with NCC Parking Standards.

The highways officer has no objection to the proposal.

Other Material Considerations

Whilst the site lies within flood zone 3 the proposal is essentially a replacement dwelling not exposing more occupants to flood risk above that of the property it will replace.

The Environmental Quality Officer requires full contamination conditions imposed if the application were to be approved as the site was a former Malthouse which has been converted, and as such has there is the potential for contamination to be present.

CONCLUSION

Albeit the description includes the change of use of the Gospel Hall to form residential accommodation, members are essentially being asked as to whether the demolition of Japonica Cottage and its replacement is acceptable, as the change of use of the hall has already been permitted.

Whilst the proposal is considered to preserve the character of the Conservation Area, It is your officer's that the scale of the extension, especially the two storey extension with its ridge line on an west to east axis at 1.6m taller than the ridge to the Gospel Hall, extending 14m in length would result in an extension which would dwarf the adjoining buildings to the detriment of their character. Furthermore outlook from the bedroom window at the rear on the south elevation also causes detrimental neighbour amenity issues.

The proposal is therefore recommended to be refused for the following reasons.

RECOMMENDATION:

REFUSE for the following reason(s):

- 1 The proposed two storey extension on an east-west axis from the north elevation of the Gospel Hall by virtue of its scale would cause a detrimental impact upon the character of the modestly proportioned adjoining terraced building. The proposal would therefore fail to advocate good design contrary to the provisions of paragraphs 56, 58 and 64 of the NPPF and the Local Development Framework Core Strategy CS08 and Policy DM15 of the Site Allocation and Development Management Policies Plan.
- 2 The window contained in the southern elevation at first floor in the proposed zinc clad extension to the rear of the replacement dwelling would give rise to unacceptable levels of overlooking into Barn Cottage, the adjoining neighbour's (South) private amenity space to the detriment of their amenity. The proposal would therefore be contrary to paragraphs 56, 58 and 64 of the National Planning Policy Framework, Policy CS08 of the Local Development Framework Core Strategy and Policy DM15 of the Site Allocation and Development Management Policies Plan 2016.